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MATTERS RELATING TO COMMITMENTS

REVIEW OF THE ADEQUACY OF COMMITMENTS IN ARTICLE 4, PARA. 2 (A) AND (B)

Note by the interim secretariat

CONTENTS

		Paragraphs	Page
I.	INTRODUCTION	1 - 18	3
A.	Convention provisions and Committee mandate	1 - 8	3
B.	Scope of the note	9 - 12	5
C.	Possible action by the Committee	13 - 18	5
II.	ORGANIZATION OF THE REVIEW	19 - 32	6
A.	Scenario (a): Insufficient information for COP 1 to take decisions	25	7
B.	Scenario (b): Additional commitments agreed at COP 1	26 - 28	7
C.	Scenario (c): A decision at COP 1 to start negotiations on additional commitments	29 - 32	8

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		Paragraphs	Page
III.	DRAFT OUTLINE FOR A REPORT	33 - 38	9
	A. Format of the report	33 - 34	9
	B. Elements of the conclusions	35	9
	C. Elements of the recommendations	36 - 38	11

Annex

	A compilation and synthesis of interventions and comments on the review of the adequacy of commitments in Article 4.2(a) and (b)	12 - 19
I.	Introduction	12
II.	Comments relating to the objective of the Convention and the scientific information on the global situation on climate change	13
III.	Comments on the implications of Article 4.2(a) and (b) and on the adequacy of the commitments therein	13
IV.	Comments on possible follow-up to the review	14
V.	Possible subjects for additional commitments	17
VI.	Procedural aspects	18
VII.	Suggestions on work to support the review process or its follow-up	19

I. INTRODUCTION

A. Convention provisions and Committee mandate

1. Article 4.2(d) indicates that the Conference of the Parties (COP) at its first session (COP 1) shall review the adequacy of Article 4.2(a) and (b) (hereinafter referred to as the "review of adequacy"). Such review shall be carried out in the light of the best available scientific information and assessment on climate change and its impacts, as well as relevant technical, social and economic information. Based on this review, the COP shall take appropriate action, which may include the adoption of amendments to the commitments in Article 4.2(a) and (b).

2. Having considered document A/AC.237/47 on this subject, and recalling that only the COP is mandated to take the final decisions on this matter, the Committee at its ninth session reached the following preliminary conclusions on this review (see A/AC.237/55, paras. 53-56):

(a) The scope of the review would be the adequacy of subparagraphs (a) and (b) of Article 4.2 in their entirety. The primary point of reference for the review would be the ultimate objective of the Convention contained in Article 2 and the progress towards its achievement. The process for the review of the adequacy of commitments would be separate from the review of the implementation of these commitments, although the aggregate assessment resulting from the latter review could be relevant to the consideration of possible further action;

(b) The review of the adequacy of commitments would be based in part on a compilation and a synthesis of information on the global situation, including relevant scientific, technical, social and economic information. The [Intergovernmental Panel on Climate Change] (IPCC) First Assessment Report (1990), the Supplement thereto (1992), and the Special Report (November 1994) would be key inputs to the review;

(c) The review of the adequacy of commitments, and the consideration of further action, would also take into account a technical analysis and a compilation and synthesis of information from the national communications of Annex I Parties, if available;

(d) The preparations for the review of the adequacy of commitments and possible follow-up by COP 1 should begin now and proceed in a step-by-step manner;

(e) The responsibility for the function of supporting the COP in the review of the adequacy of commitments should rest with the subsidiary bodies.

3. Views expressed on the adequacy of commitments, on the process for review and on possible follow-up are reflected in the conclusions of the Committee. The following options for further action were mentioned in the event that the commitments set forth in Article 4.2(a) and (b) are found to be inadequate:

"(a) An amendment to the Convention;

(b) A protocol, or protocols, to be negotiated before, at, or subsequent to, COP 1; and

(c) A resolution or decision by Parties at COP 1 that would clarify or interpret the relevant text, provide guidance to the Parties in implementing the Article, or reflect a political statement of will by the Parties."

4. The Committee also noted that several subjects for such follow-up had been mentioned during the discussions. These subjects, together with later submissions, are reflected in the annex to this note.

5. The Committee agreed to continue the discussion on the matter at its tenth session, with a view to preparing recommendations for appropriate action to be taken by COP 1, in accordance with the relevant provisions of the Convention.

6. In this context, the interim secretariat was requested to provide further documentation on the issue for consideration by the Committee at its tenth session, including (see A/AC.237/55, para. 59):

(a) A compilation and synthesis of interventions on this subject at the ninth session and of any further comments which Parties or other member States may have transmitted to the interim secretariat;

(b) A schedule for organization of the process for the review of adequacy, the inputs thereto and any follow-up, for the period between the tenth session and COP 1, taking into account the relevant provisions of the Convention;

(c) Elements of a draft outline for a report by the Committee to COP 1 on the review of the adequacy of commitments.

7. In relation to the conclusion mentioned in paragraph 2 (e), above it should be recalled that the Committee, at its ninth session, decided:

(a) To carry out, on an interim basis and in the light of the entry into force of the Convention on 21 March 1994, the most pressing tasks of the subsidiary bodies, in order to contribute to the success of COP 1, and to make the necessary recommendations thereon for its approval;

(b) To allocate, [in this context], the tasks listed in Article 4.2(b), (c) and (d) of the Convention to the existing Working Groups;

(c) To reserve the week of 30 January to 3 February for a possible extension of its eleventh session, should it prove to be necessary, pending a decision at its tenth session and approval by the United Nations General Assembly, bearing in mind the necessity to fulfil the tasks outlined in document A/AC.237/24. (See A/AC.237/55, annex I, decision 9/3, paras. 3-5).

8. Accordingly, the Committee at its eleventh session intends to undertake a preliminary review of the adequacy of commitments contained in Article 4.2(a) and (b), and prepare a report thereon to COP 1.

B. Scope of the note

9. A synthesis of the interventions on the adequacy of commitments at the ninth session and of comments that Parties and other member States have since transmitted to the interim secretariat is included in the annex to this note. A compilation of such submissions is contained in document A/AC.237/Misc.36 and Add.1.

10. Section II of this note proposes a schedule for the process for the review, including the inputs thereto and any follow-up, for the period between the tenth session and COP 1.

11. Section III discusses elements of a draft outline for a report by the Committee to COP 1 on the review of adequacy.

12. This note should be read in conjunction with earlier documentation on the adequacy of commitments (A/AC.237/47) and with other documentation for the tenth session, notably the notes on the roles of the subsidiary bodies (A/AC.237/64), on the first review of communications (A/AC.237/63), and on the arrangements for the eleventh session (A/AC.237/57).

C. Possible action by the Committee

13. At the **tenth** session, the Committee may wish to agree on a schedule for organizing the process for the review of adequacy, identifying inputs and possible follow-up. Furthermore, the Committee may wish to agree on elements for an outline of a report on the review to COP 1.

14. The Committee may also wish to indicate which documentation would have to be prepared by the interim secretariat for the eleventh session. Should this include a compilation and synthesis of information on the global situation, the Committee may wish to give guidance on the type and format of the information to be provided, and on any sources other than the IPCC that would have to be taken into account.

15. The Committee may also wish to discuss possible options for follow-up to the review process, with a view to narrowing the range of such options. In case the Committee were to identify the need for any study or studies to be undertaken in the future in support of this follow-up, it might indicate the substance, modalities and timing for such a study or studies.

16. At the **eleventh** session, the Committee may consider available documentation, possibly including a compilation and synthesis of information on the global situation and a compilation and synthesis of the first communications. On this basis it may undertake a preliminary review of adequacy and continue its discussion on possible follow-up to the review. The outcome of the discussions will form the basis for the report of the Committee, with conclusions and recommendations, to COP 1.

17. In carrying out the tasks of the subsidiary bodies, the Committee may wish to keep in mind that participation in the decisions of the COP and its subsidiary bodies will be open only to Parties (see also A/AC.237/46, para. 55). The Committee may also consider the proposal by the interim secretariat, contained in its note on the arrangements for the eleventh session (see A/AC.237/57, para. 9), that Working Group I carry out the review of adequacy.

18. At **COP 1**, the Parties to the Convention would consider and possibly endorse the report of the Committee on the review of adequacy. Furthermore, COP 1 may take appropriate decisions regarding follow-up action, building on the recommendations of the Committee.

II. ORGANIZATION OF THE REVIEW

19. In order to assist the Committee in reaching conclusions on a schedule for organizing the process for the review and its follow-up, this section presents three possible scenarios. These scenarios have been identified based on the conclusions of the ninth session and on interventions and comments on the issue (see annex to this note and A/AC.237/Misc.36 and Add.1).

20. A common assumption to all three scenarios is that the Committee, at its eleventh session, when fulfilling the tasks of the subsidiary bodies, would prepare a report to COP 1 with conclusions on the review of adequacy and containing recommendations for possible follow-up. An outline for such a report is described in section III of this note. Possible inputs to the review are mentioned also in that section.

21. The scenarios, indicated as (a), (b) and (c), are that the Committee at its eleventh session, after examining available information, including the IPCC Special Report and a synthesis of first communications from Annex I Parties, could either:

(a) Recommend to COP 1 that insufficient information is available to make an informed judgement on the adequacy of commitments and that the review process should be extended until the second session of the Conference of the Parties (COP 2); or

(b) Recommend that additional commitments are necessary and that COP 1 should agree on such commitments; or

(c) Recommend that additional commitments are necessary and that COP 1 should agree on a mandate, a process and a deadline for the negotiation of such commitments.

22. In combination with any of these scenarios, the Committee might make a recommendation to COP 1 on any resolution(s) or decision(s) by Parties at COP 1 that would clarify or interpret the relevant text of the Convention, provide guidance to the Parties in implementing Article 4.2(a) and (b), or reflect a statement of political will by the Parties.

23. It would be feasible to combine scenario (b) and (c) in the sense that an agreement at COP 1 on additional commitments might be followed by negotiations on further commitments.

24. In view of the discussions at the ninth session, a scenario whereby COP 1 would conclude that Article 4.2(a) and (b) is adequate seems unlikely and has therefore not been presented. (See A/AC.237/47, paras. 17-19.)

A. Scenario (a): Insufficient information for COP 1 to take decisions

25. In its report to COP 1, the Committee could conclude that insufficient information was available to make an informed judgement on the adequacy of commitments. COP 1 could then decide to extend the review of adequacy until COP 2, when the IPCC Second Assessment Report would be available. COP 2 would then be in a better position to decide on the adequacy of commitments and take follow-up action based on up-to-date information and on inputs from the subsidiary bodies.

B. Scenario (b): Additional commitments agreed at COP 1

26. The Committee could conclude that the commitments in Article 4.2(a) and (b) should be considered inadequate in the light of the objective of the Convention and that further action is required to make satisfactory progress towards achieving that objective. Some countries mentioned in their interventions or later submissions, their preference that a decision should be taken at COP 1 on additional legally-binding commitments. In this scenario, COP 1 would adopt an amendment (amendments) or a protocol (protocols) to the Convention.

27. For an amendment or protocol to be adopted at COP 1, any proposed text submitted by a Party would have to be communicated to other Parties by the interim secretariat at least six months before that session. This would mean that the text of any such proposed amendment or protocol would have to reach the interim secretariat sufficiently in advance of 28 September 1994 to allow for translation and distribution. According to the present schedule, the eleventh session of the Committee, with its already heavy agenda, would provide the only opportunity to discuss such a proposal in preparation for COP 1. Any recommendations by the Committee to COP 1 with respect to the proposal would be included in its report to COP 1.

28. In view of the limited opportunities to discuss and revise any proposal, this would have to be put forward in a form already suitable for adoption by COP 1, in order to eliminate the need for much discussion. For this scenario to be realistic, ideas presented so far would have to be made more explicit, and positions clarified, at the tenth session to allow for the necessary consensus to emerge by COP 1.

C. Scenario (c): A decision at COP 1 to start negotiations on additional commitments

29. As in scenario (b) above, the Committee could conclude that the commitments in Article 4.2(a) and (b) should be considered inadequate in the light of the objective of the Convention and that further action is required to make satisfactory progress towards achieving that objective. COP 1 could, as a result, decide to initiate negotiations on additional commitments.

30. Such a decision by COP 1 on negotiating additional commitments could include the following elements:

(a) The mandate for the negotiations, possibly including the nature of the resulting instruments (that is, protocol or amendment), the subject or subjects of the instrument(s) and, in the case of a protocol, guidance on how it should be integrated with the processes under the Convention and the Convention institutions;

(b) The forum for the negotiations (for example, the Subsidiary Body for Implementation (SBI) or an ad hoc open-ended working group);

(c) The officers of the negotiating forum, if necessary;

(d) Guidance on the frequency and duration of meetings;

(e) Any initial inputs to the negotiations that the COP might request from Parties and/or the interim secretariat;

(f) A deadline for the negotiating body to report back to the COP.

31. With respect to the last point, the following might be kept in mind. Amendments or protocols may be adopted only at ordinary sessions of the COP, on the basis of proposals communicated to the Parties at least half a year prior to such sessions. Sessions of the COP shall normally be held annually, though not necessarily at the same time of year as COP 1. Even if COP 2 were to be held somewhat later, for example, around June 1996, only about six months would be available to prepare and negotiate a proposal. A more suitable target date

might therefore be the third session of the Conference of the Parties (COP 3) in 1997 or the fourth session (COP 4) in 1998. Either of these deadlines would fall before that for a second review of adequacy as stipulated in Article 4.2(d), that is, 31 December 1998.

32. A draft of such a decision on negotiating additional commitments, or possible elements of such a decision, could be included in the report of the Committee to COP 1 on the adequacy of the commitments.

III. DRAFT OUTLINE FOR A REPORT

A. Format for the report

33. As concluded in paragraph 8 above, the Committee intends at its eleventh session to prepare for COP 1 a report on the review of the adequacy of commitments in Article 4.2(a) and (b). The Committee requested the interim secretariat to provide elements of a draft outline for such a report.

34. This report by the Committee would provide the basis for the review of adequacy by COP 1. The interim secretariat suggests that the Committee, in either one of the three scenarios indicated in section II above, convey the results of its deliberations to COP 1 in the form of:

(a) **Conclusions** by the Committee, for consideration by COP 1, resulting from its preliminary review of adequacy. These conclusions would consist of a number of elements (see para. 34, below), each reflecting key issues that had been considered by the Committee. These elements would be the same in each of the scenarios and the main input would be a compilation and synthesis of information on the global situation. Such a compilation and synthesis could be provided by the interim secretariat, on request by the Committee, as part of the documentation for the eleventh session. The IPCC reports would be key inputs to this compilation and synthesis;

(b) **Recommendations** by the Committee to COP 1 on possible options for follow-up to the review. The elements of these recommendations would be different in each scenario, reflecting its characteristics. A compilation and synthesis from the national communications of Annex I Parties (see A/AC.237/63) would provide input, in particular for scenarios (b) and (c) above. Proposals by Parties would constitute another main element, essential for scenario (b).

B. Elements of the conclusions

35. The conclusions would consist of a number of elements, each dealing with key issues. These elements would not provide detailed information on the substance of these issues, but would rather reflect relevant policy conclusions thereon. Documentation used as input could be

referred to, or could be annexed to the report. Based on the Convention provisions, earlier documentation, discussions of the Committee and submissions by member States, the interim secretariat has identified the following elements for possible inclusion in the conclusions:

(a) Considerations on the nature and extent of the commitments in Article 4.2(a) and (b);

(b) Key conclusions from the scientific information and assessment on climate change and its impacts, such as:

(i) Relevant new insights on anthropogenic sources and sinks of greenhouse gases, on natural sources, sinks and reservoirs of those gases and on emissions and removals of greenhouse gases;

(ii) Relevant new insights on the relation of anthropogenic emissions and removals of greenhouse gases with atmospheric concentrations and of these concentrations with any climatic changes, in particular with regard to the timing, magnitude and regional patterns thereof;

(iii) Improvements in knowledge on potential impacts of climate change, especially in those regions that are most vulnerable, and also in relation to the ultimate objective of the Convention;

(c) Indications of the potential for limiting or reducing emissions by technological means, especially those measures that could be justified economically in their own right and that could also help in solving other environmental problems (bearing in mind that the actual feasibility of a certain technology would depend not only on economic but also on social and political factors);

(d) Social and economic information on the impacts of climate change and on mitigation and adaptation measures;

(e) Longer-term trends in anthropogenic emissions. Scenarios for such emissions would have to make use of scientific, as well as technological, social and economic knowledge. Relevant input could come from projections included in the national communications and from sources such as the International Energy Agency (IEA) (which in its World Energy Outlook, 1994 estimates global CO_2 emissions up to 2010) and the IPCC (which provides scenarios for a range of future global emissions up to 2100).

C. Elements of the recommendations

36. Following up on its conclusions on the adequacy of commitments, the Committee may wish to develop recommendations on follow-up of the review of adequacy. These recommendations would correspond to the respective scenarios outlined in section II of this note. Furthermore, as indicated in paragraph 22 above, they might include draft resolutions or decisions for adoption by Parties at COP 1.

37. In the case of scenario (c), it would be important for the Committee to narrow down as much as possible the specifications of the mandate for the negotiations. The following list provides some examples of issues that might be addressed by the Committee in its discussion of possible follow-up action:

- In the case of a protocol, would the aim be to develop a **comprehensive** protocol with a broad scope, or rather a series of protocols each with a more **limited** scope and dealing with **specific** topics?

- Would the focus of the instrument be on **targets** for global, regional or national emission levels, or rather on **response strategies** involving specific types of measures, or would both be addressed?

- What **strategies and measures** that have been identified in national communications as particularly successful or promising and that are potentially replicable, including new technologies, might be addressed in any protocols?

- How might **differences** between Parties be addressed in any additional commitments?

38. The Committee may also wish to highlight those issues where further information would be most urgently needed, for later consideration by the Subsidiary Body for Scientific and Technological Advice (SBSTA), drawing upon competent international bodies, such as the IPCC.

Annex

A COMPILATION AND SYNTHESIS OF INTERVENTIONS AND COMMENTS ON THE REVIEW OF THE ADEQUACY OF COMMITMENTS IN ARTICLE 4.2(A) AND (B)

I. INTRODUCTION

1. The Committee, at its ninth session, requested the interim secretariat to provide a compilation and synthesis of interventions made at that session on the adequacy of commitments in Article 4.2(a) and (b) and of any further comments which Parties and other member States may have transmitted to the interim secretariat by 30 April 1994 (A/AC.237/55, para. 59). The latter comments are compiled in document A/AC.237/Misc.36 and Add.1.

2. This annex presents a synthesis of the interventions and the submissions from which the following five major topics have emerged:

(a) The objective of the Convention and the scientific information on the global situation (see section II, below);

(b) The implications of Article 4.2(a) and (b) and the adequacy of the commitments therein (see section III, below);

(c) Possible follow-up action to the review (see section IV, below), including possible subjects for additional commitments that have been mentioned in this context (see section V, below);

(d) Remarks of a procedural nature (see section VI, below);

(e) Work that might be undertaken in support of the review process or its follow-up (see section VII, below).

3. The interim secretariat has prepared this synthesis at the request of the Committee and in so doing has attempted to reflect and capture the essence of all the inputs. The synthesis does not reflect any views of the interim secretariat. Any balances or imbalances that may be perceived in this synthesis follow from the views expressed by Governments; the interim secretariat has not modified any argument in order to contribute to a more balanced presentation. It is possible that comments may have been inadvertently misunderstood by the interim secretariat or incorrectly reflected in this synthesis. Thus, conclusions on the issue in the report of the ninth session (A/AC.237/55) and the original interventions and comments (see A/AC.237/Misc.36 and Add.1), rather than this synthesis, should be regarded as the primary reference sources.

II. COMMENTS RELATING TO THE OBJECTIVE OF THE CONVENTION AND THE SCIENTIFIC INFORMATION ON THE GLOBAL SITUATION ON CLIMATE CHANGE

4. It is the task of the Committee to prepare for the first session of the Conference of the Parties (COP 1), on behalf of the subsidiary bodies established by the Convention. Nevertheless, countries recognized that only the COP is empowered to take decisions regarding the review of adequacy. Any conclusions by the Committee can only be recommendatory or preliminary. Furthermore, many countries indicated the provisional nature of their positions, as the Committee has had only a first round of discussions on the issue so far and important scientific assessments are not yet available in their final form.

5. Many countries examined the scientific basis that would be available to COP 1 for its assessment of information on the objective of the Convention and of other information on the global situation. It was generally concluded that the IPCC would be the main source of such information and that its Special Report, to be available in November 1994, would contain all the new information from this Panel. The Special Report will be available in time for the eleventh session of the Committee, allowing it to be taken into account in the preparation of recommendations to COP 1. Based on information already provided by the Chairman of the IPCC to the Committee, and on direct contacts between delegates to the Committee and participants in the IPCC, many countries felt that no significant new findings might be expected in the Special Report as compared with the 1990 and 1992 IPCC assessments. Thus, existing information from the IPCC would provide most of the "best available scientific information and assessment on climate change and its impacts, as well as relevant technical, social and economic information", in the light of which the review will have to take place (Article 4.2(d)). On the other hand, some countries thought it premature to reach conclusions on the information that might be available to COP 1 since the IPCC Special Report had not yet been peer-reviewed and agreed, and/or because they were of the opinion that major gaps existed in the understanding of the climate system, of global emissions and of the relation between emissions and concentrations.

III. COMMENTS ON THE IMPLICATIONS OF ARTICLE 4.2(A) AND (B) AND ON THE ADEQUACY OF THE COMMITMENTS THEREIN

6. Many countries referred to the nature of the commitments in Article 4.2(a) and (b). Since the interpretation of these subparagraphs varies, there were some differences in the conclusions. Yet the general thrust of the views expressed was that the "coverage" of the commitments in these subparagraphs was insufficient to result in a modification of longer-term trends in emissions, consistent with the objective of the Convention. The arguments for this relate to the limitations in the nature of these commitments and in their global coverage.

7. The main arguments advanced in relation to the limited nature of the commitments are that the aim of Annex I Parties, namely, to return their anthropogenic greenhouse gas emissions to their 1990 levels by 2000, does not provide explicit indications of emission levels beyond 2000, such as stabilization at or reduction to a given level, and that no subsequent reductions below 1990 levels are mentioned.

8. An argument that relates to global coverage is that Article 4.2(a) and (b) applies only to Parties listed in Annex I or that are likewise bound by Article 4.2(a) and (b) in accordance with Article 4.2(g).

9. Reference was made to the conclusion of the IPCC that, based on existing science, large cuts in emissions would be needed to achieve stabilization of concentrations. In any case, as long as emissions continued to rise, concentrations would continue to rise, and this would be incompatible with the objective of stabilizing concentrations at a particular level (yet to be decided).

10. Based on these different considerations, many countries expressed the view that the present commitments in Article 4.2(a) and (b) were not adequate in making progress towards reaching the ultimate objective of the Convention, and/or that they do not adequately address actions to be taken beyond the year 2000. As with the comments on the preceding topic, some countries thought that it was too early to draw such conclusions.

IV. COMMENTS ON POSSIBLE FOLLOW-UP TO THE REVIEW

11. The comments on possible follow-up action to the review were for the most part of a preliminary nature, providing general considerations and indicating initial preferences. The general feeling was that at this stage all options should remain on the table. The comments dealt with the following aspects of possible action.

A. Timing

12. Several countries expressed a preference for the adoption of a formal agreement on additional commitments as early as COP 1. The Committee would have to prepare for such agreement at its tenth and eleventh sessions and might even need to organize additional meetings for this purpose. However, at the same time there was broad recognition that it might not be feasible to agree on any substantive new commitments at COP 1, if only because proposals for an amendment or protocol would have to be ready and made available six months before COP 1, that is, shortly after the tenth session. A number of countries proposed that COP 1 agree on a clear mandate for negotiations and provide some indication of the process and inputs, an agenda and a time limit. Agreement on additional commitments could be envisaged at some future COP, for example, the third session of the Conference of the Parties (COP 3) in 1997 or, at the latest, the fourth session of the Conference of the Parties (COP 4), in 1998.

B. Options

13. Several options for additional commitments were identified in the comments, each of these being accompanied by a discussion of its own merits and problems. Options advanced by countries included:

- "Cleaning up" the current wording of Article 4.2(a) and (b) to eliminate possible ambiguity;

- Specifying in Article 4.2(a) and (b) the concept of stabilization of emissions after 2000 (an "emissions cap");

- Addressing standards, measures or instruments;

- Limiting the growth of global emissions by a global approach involving all Parties, with Annex I Parties taking the lead in accepting additional commitments. In this regard, additional commitments might refer to emission reductions for Annex I Parties to be achieved fully by domestic measures or to additional commitments by Annex I Parties involving a combination of domestic measures and international activities;

- Reducing emissions for Annex I countries, combined with additional commitments for certain non-Annex I countries.

14. In the comments, it was noted that these options could be pursued through amendments or protocols. The first two of these options could either be agreed upon as a decision by COP 1 or as a resolution by Parties at COP 1; such a decision or resolution would not, however, be binding.

15. Many countries indicated their preference for a protocol or protocols. Several of these countries were of the opinion that amendments were, in principle, the most appropriate instrument to introduce additional commitments but also felt that discussions on amendments carried the risk of reopening negotiations on a carefully balanced text that had taken years to develop. They therefore concluded that a protocol, or protocols, might be more feasible to negotiate and agree upon. Other arguments mentioned in favour of a protocol include its flexibility and the possibility for non-Annex I Parties to adhere to it.

C. Focus

16. Many countries endorsed a comprehensive approach and in this context the merit of using the global warming potentials (GWP) concept was mentioned. However, several countries would prefer, at least initially, a gas-by-gas approach, in view of, inter alia, scientific uncertainties related to the GWP concept. Many countries focused on additional commitments for CO_2 since it makes the largest contribution to global warming and since knowledge on this

compound is more advanced than on other greenhouse gases. CH_4 and N_2O would also have to be addressed at some stage, although uncertainties with regard to these gases are greater.

17. Several countries also argued for comprehensiveness in the issues to be addressed: on the one hand, targets and timetables would have to provide political objectives and a framework for planning and investment, and, on the other hand, internationally-agreed strategies would have to be implemented for reaching these targets. Such strategies could, include, inter alia, international harmonization of national policies. Implementation would proceed in a step-by-step manner, possibly according to a schedule to be specified in the legal instrument(s) to be adopted. Other countries were of the opinion that it would be more practical to negotiate and agree on a limited set of additional commitments and later gradually expand the range of commitments.

18. Several other countries suggested that all options should be carefully considered in order to find an approach that would both promote an effective strengthening of the Convention and be likely to receive the broadest possible support. Furthermore, experience gained in meeting existing commitments would have to be taken into account in the development of a protocol.

D. Global effort and differences between countries

19. Many countries felt that since the commitments of Article 4.2(a) and (b) apply to Annex I Parties only, any additional commitments should be restricted to this group of Parties. However, it was concluded by several countries that in the light of the objective of the Convention and the need for a global approach, all countries would have to contribute to the further elaboration of the Convention, with developed countries continuing to take the lead. Consequently, it was considered that non-Annex I Parties would also have to be engaged somehow in additional commitments and/or should be encouraged to play a greater role in combating climate change. Suggestions in this regard included more detailed communication requirements, joint implementation activities and limitation of emission growth for certain more industrialized developing countries.

20. A number of countries suggested that Annex I Parties be required to produce least-cost implementation strategies on the basis of agreed methodologies, which would include the full costs and benefits of, for example, renewables and energy efficiency measures.

21. Many countries considered that any additional commitments would have to reflect the differences among Parties in starting points, economic structure and resource bases, the need for equitable burden sharing, the common but differentiated responsibilities, the need to maintain strong and sustainable growth, as well as available technologies and other individual circumstances, including fossil fuel dependency. Implementation mechanisms to be agreed upon would need to be feasible and cost-effective, and ensure an equitable distribution of costs.

22. Some countries pointed to the importance of partnerships, not only between Governments, but also with groups that had a role to play in the implementation of commitments, such as major business interests and environmental groups.

V. POSSIBLE SUBJECTS FOR ADDITIONAL COMMITMENTS

23. Apart from targets and timetables for limiting or reducing emissions, a number of specific subjects were mentioned that might be addressed in one way or another by additional international commitments in amendments or protocols. The specific ways in which such subjects (instruments, strategies or measures) would manifest themselves in these amendments or protocols would need to be further investigated.

24. Frequent reference was made to economic and administrative instruments. The need for Annex I Parties to coordinate such instruments, in accordance with Article 4.2(e), was seen as particularly important, since often such instruments can be implemented successfully only in an international context.

25. The following economic instruments were mentioned :

- CO_2 and/or energy taxes
- joint implementation and tradeable emission permits
- subsidies (for example, for research and development of cleaner energy technologies, or for introducing energy efficient technologies or products)

26. As examples of administrative instruments, were mentioned:

- integrated resource planning
- least-cost planning
- spatial planning (infrastructural planning)

27. Likewise, suggestions were made on sector-specific strategies, such as on:

- energy
- transport
- industry
- agriculture (for example, fertilizer use, livestock management)
- forestry (for example, preservation, sustainable management and improvement of existing forests, afforestation)
- waste management

28. Special emphasis was placed on the energy sector and several examples referred to this sector, or to energy use in other sectors. Efficiency standards for electricity production, processes, products, heating or cooling received considerable attention. The increased use of renewable energy sources was also seen as a promising type of measure. Other examples for the energy sector included the better use of fuels in power plants, district heating and the co-production of heat and power. Examples of measures limiting energy demand covered energy management, insulation of buildings and better design of buildings so that less or no air conditioning is needed.

29. Measures could be such that they would have multiple environmental impacts (for example, improving energy efficiency would reduce the whole array of polluting gases associated with production or transport of energy). Measures could also focus on a specific greenhouse gas, such as limiting the use of hydrofluorocarbons (HFCs) to closed systems.

30. Implementation strategies would need to be supported by measures such as capacity building, education, training and information.

VI. PROCEDURAL ASPECTS

31. Several countries addressed the role of the subsidiary bodies in relation to the process for the review of adequacy and the follow-up thereto; the role of the Subsidiary Body for Implementation (SBI) was seen as particularly important. As far as the follow-up to the review was concerned, some countries expressed the opinion that additional commitments could best be negotiated by an open-ended working group, leaving the subsidiary bodies established by the Convention free to carry out their other important tasks.

32. Several countries stressed the need for maximal coherence between the Convention and any amendments and protocols. Although these instruments would have to be ratified and would therefore have their own sets of Parties, duplication, overlap and conflicts between the processes under the Convention and related instruments should be avoided. In this respect it was suggested that meetings of the different Conferences of the Parties of the Convention and any protocols should be held jointly, with Parties exercising different voting rights, as appropriate. Furthermore, the Convention and any amendments and protocols should be supported by the same subsidiary bodies, financial mechanism and secretariat.

33. Some countries noted that additional commitments would need additional and strengthened implementation mechanisms. The forthcoming consideration of a multilateral consultative process under Article 13 was mentioned as relevant in this context.

VII. SUGGESTIONS ON WORK TO SUPPORT THE REVIEW PROCESS OR ITS FOLLOW-UP

34. Several remarks were made on the need for specific information or on further work. The different starting points, circumstances and other individual factors as mentioned in Article 4.2(a) would need to be analysed. In considering any additional commitments, equity and efficiency principles would have to be duly taken into account. Aspects that were mentioned as deserving further study include: the per person cost-burdens, capacity to pay, cost of reducing emissions, overall cost-effectiveness, and differences in abatement costs in various countries. It was suggested that a study be commissioned to develop a range of possible burden-sharing methodologies.

35. Several proposals were made during the ninth session for documentation to be prepared by the interim secretariat. Those on which the Committee agreed have been included in the conclusions of the Committee (see A/AC.237/55, para. 59).

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